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Committee of Experts on Public Administration

Report on the seventh session (14-18 April 2008)

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Summary

The present report contains the conclusions and recommendations of the seventh session of the Committee of Experts on Public Administration, held at United Nations Headquarters from 14 to 18 April 2008. The Committee, which was established by the Economic and Social Council in its resolution 2001/45, consists of 24 experts appointed in their personal capacity for a four-year period. The Committee dealt with the following substantive items: (a) building governance and public administration capacities for development, including in crisis and post-conflict situations; (b) compendium of basic United Nations terminology in governance and public administration; (c) review of the activities of the United Nations Programme on Public Administration, Finance and Development; and (d) public administration perspective on the theme of the annual ministerial review of the Economic and Social Council: implementing the internationally agreed goals and commitments in regard to sustainable development.

Based on the discussion of the above-mentioned topics, the Committee recommended to the Council a draft resolution for its consideration and adoption.

The Committee also celebrated the sixtieth anniversary of the United Nations Programme on Public Administration, Finance and Development.

[1 May 2008]

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Chapter I

Draft resolution recommended for adoption by the Economic and Social Council

The Committee of Experts on Public Administration recommends to the Economic and Social Council the adoption of the following draft resolution on good governance and capacity-building for sustainable development to celebrate the sixtieth anniversary of the United Nations Programme on Public Administration, Finance and Development:

Report of the Committee of Experts on Public Administration on its seventh session and dates, venue and provisional agenda for the eighth session of the Committee

The Economic and Social Council,

Recalling its resolutions on public administration and development 2002/40 of 19 December 2002, 2003/60 of 25 July 2003, 2005/3 of 31 March 2005, 2005/55 of 21 October 2005, 2006/47 of 28 July 2006 and 2007/38 of 4 October 2007,

Recalling also the resolutions of the General Assembly on public administration and development 50/225 of 19 April 1996, 56/213 of 21 December 2001, 57/277 of 20 December 2002, 58/231 of 23 December 2003, 59/55 of 2 December 2004 and 60/34 of 30 November 2005,

Bearing in mind the acknowledgement by Member States that "good governance and the rule of law at the national and international levels are essential for sustained economic growth, sustainable development and the eradication of poverty and hunger",[1]

Taking note with appreciation of the pioneering work of the United Nations Programme on Public Administration, Finance and Development in supporting Member States with administrative reforms, public institution-building, civil service training and post-conflict reconstruction of public administrations during the past 60 years since its inception in 1948,[2] particularly for those Member States that underwent decolonization in the 1960s,

Recognizing that although the conditions and context of development and governance have changed, public administration priorities, including capacity-building for development and ownership of national development still remain critical cross-cutting issues for the internationally agreed development agenda, including the achievement of the Millennium Development Goals,

1. *Takes note* of the conclusions on the topic of capacity-building for development in the report of the Committee of Experts on Public Administration on its seventh session;[3]

[1] See General Assembly resolution 60/1, para. 11.

[2] See General Assembly resolution 246 (III).

[3] *Official Records of the Economic and Social Council, 2008, Supplement No. 24* (E/2008/44).

2. *Encourages* Member States to continue to strengthen their capacities to better utilize the various aid modalities[4] and to disseminate the understanding and implementation of capacity-building as a judicious combination of institution-building and human resource development,[5] whereby people, organizations, States and society as a whole develop and maintain their ability to manage their public affairs successfully through, among other means, fostering public participation in governance and development processes,[6] harnessing the potential of information and communications technology to promote people-centred development, effectively combining decentralization and centralization policies, and forging regional and national partnerships with institutions of public administration to provide needed training;[7]

3. *Emphasizes* that capacity-building is essential and needed in administrative restructuring, civil service reform, human resources development and public administration training, improving performance in the public sector, financial management, public-private interaction, social development, developing infrastructure and protecting the environment, governmental legal and regulatory capacity, and the management and implementation of development programmes;[8]

4. *Stresses* that capacity-building for public administration and governance has not always received the necessary attention and is of particular importance for all transitioning economies, the achievement of the Millennium Development Goals, post-conflict rehabilitation and reconstruction, and disaster/crisis management and preparedness; that capacity-building processes in those areas share a number of important common features and experiences concerning the interaction of societal, systemic, organizational and individual levels of action; and that Member countries should share these experiences in a more systematic and comprehensive way;

5. *Reiterates* that Member States should monitor more closely the progress made towards the achievement of the Millennium Development Goals and prepare an inventory of good administrative policies implemented to support the Goals, including the necessary capacities, institutional development aspects and strategic visions concerning a modern civil service; and that the United Nations system, particularly the Department of Economic and Social Affairs and other concerned United Nations bodies, support such efforts; that in capacity-building for post-conflict recovery and reconstruction, continuity of administration and public services, coherence of the public sector and the inclusion of different groups working together in multiple sectors are important prerequisites; and that in capacity-building for post-disaster and crisis situations, an international research and evaluation process should be established to better distil and share the lessons learned;

6. *Requests* the Secretariat to enhance its support for capacity-building,[9] including in the public sector, ensuring that available resources are adequate and existing resource levels are maintained;

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[4] See General Assembly resolution 59/250, para. 30.
[5] See E/1997/86.
[6] See resolution 2005/3.
[7] *Official Records of the Economic and Social Council, 2003, Supplement No. 44* (E/2003/44).
[8] See A/50/525.
[9] See General Assembly resolution 60/1, para. 22 (f).

7. *Recommends* that the Secretariat continually focus on the United Nations Public Service Awards, the United Nations Online Network in Public Administration and Finance (UNPAN), the Network of Innovators, the *World Public Sector Reports* and the Global Forum on Reinventing Government and its useful role in facilitating the implementation of the World Summit on the Information Society action lines on e-governance-related issues;

8. *Notes* the latest phase of the work done by the Committee of Experts on Public Administration on basic United Nations terminology in governance and public administration through a review of proposed definitions;

9. *Takes note* of the input by the Committee on the theme of the 2008 annual ministerial review: implementing the internationally agreed goals and commitments in regard to sustainable development.

Chapter II
Organization of the session

A. Duration of the session

1. The Committee of Experts on Public Administration, established by the Economic and Social Council in its resolution 2001/45, consists of 24 experts appointed in their personal capacity by the Council upon the nomination of the Secretary-General. The Committee held its seventh session at United Nations Headquarters from 14 to 18 April 2008.

B. Attendance

2. The session was attended by 19 members of the Committee. Observers from organizations of the United Nations system and from intergovernmental, non-governmental and other organizations also attended.

3. The session was attended by the following Committee members: Luis F. Aguilar Villanueva (Mexico), Ousmane Batoko (Benin), Marie-Françoise Bechtel (France), Jocelyne Bourgon (Canada), Luiz Carlos Bresser-Pereira (Brazil), Mario P. Chiti (Italy), Mikhail Dmitriev (Russian Federation), Jennifer Dorn (United States), Geraldine J. Fraser-Moleketi (South Africa), Edgar González Salas (Colombia), Werner Jann (Germany), Taher H. Kanaan (Jordan), Pan Suk Kim (Republic of Korea), Florin Lupescu (Romania), José Oscar Monteiro (Mozambique), Peter Angyang'Nyong'o (Kenya), Siripurapu Kesava Rao (India), Prijono Tjiptoherijanto (Indonesia) and Gwendoline Anne Williams (Trinidad and Tobago).

4. The following members could not attend: Rachid Benmokhtar Benabdellah (Morocco), Emilia T. Boncodin (Philippines), Barbara Kudrycka (Poland), Anthony Makrydemetres (Greece) and Wang Xiaochu (China).

5. The list of observers who attended the session may be viewed on the United Nations Intranet (see http://unpan1.un.org/intradoc/groups/public/documents/un/unpan029825.pdf).

C. Agenda

6. The agenda of the Committee for its seventh session was as follows:

1. Election of officers.
2. Adoption of the agenda and other organizational matters.
3. Capacity-building for development.
4. Compendium of basic United Nations terminology in governance and public administration.
5. Review of the United Nations Programme on Public Administration, Finance and Development.
6. Public administration perspective on implementing the internationally agreed goals and commitments in regard to sustainable development.

7. Proposed programme of work and agenda for the eighth session of the Committee of Experts.

D. Election of officers

7. The following members are serving as the Chairperson, Vice-Chairpersons and Rapporteur during the current session:

Chairperson:
Jocelyne **Bourgon** (Canada)

Vice-Chairpersons:
Geraldine J. **Fraser-Moleketi** (South Africa)
Taher H. **Kanaan** (Jordan)
Wang Xiaochu (China)
Luis F. Aguilar **Villanueva** (Mexico)

Rapporteur:
Werner **Jann** (Germany)

Chapter III
Summary of proceedings and conclusions

A. Work of the Committee

8. At the opening session, the Chairperson welcomed the experts and announced the launch this year of the celebration of the sixtieth anniversary of the United Nations Programme on Public Administration, Finance and Development. The Director of the Division for Public Administration and Development Management of the Department of Economic and Social Affairs made opening remarks. He highlighted the importance of capacity-building in achieving the internationally agreed development goals, including the Millennium Development Goals. He noted that capacity-building was a complex, multifaceted and long-term notion that was both context-specific and demand-driven. It was particularly significant for crisis and post-conflict countries in designing and establishing effective public institutions.

9. The Director then enumerated some of the main methodologies supported by the Department, including tools for accountability, e-governance, training and institution-building. He also underlined the important role played by the Committee and the Secretariat in providing advice to the Economic and Social Council and to Member States concerning the strengthening of public administration and governance processes worldwide. The Director also announced that the current session was the last in which he would participate, owing to his retirement after 34 years with the United Nations.

10. The Committee proceeded to the election of its new officers for 2008. Mr. Wang Xiaochu could not attend the meeting but remains a Vice-Chairman. Mr. Villanueva was nominated as Vice-Chairman for the Latin American region. Mr. Jann was nominated as Rapporteur. The Director made some organizational remarks. Lastly, the Committee unanimously adopted the proposed agenda for its seventh session.

B. Building governance and public administration capacities for development, including in crisis and post-conflict situations

11. The note by the Secretariat (E/C.16/2008/2), along with inputs from the members of the Committee, set the overall parameters for the Committee's discussions. Emphasizing the interdependent relationship between institutional and human capacities on the one hand and governance and development on the other, the paper covers three levels of capacity-building: systems-level, organizational and individual. Systems-level capacity-building concerned the transparent and accountable management of elections; legislative, executive and judicial processes; and interaction with societal organizations. Organizational capacity-building involved strategic planning, partnership-building, networking, teambuilding, decentralization and service delivery. Individual capacity-building included effective leadership, career development and professional human resources management, and responsiveness to community organizations and individual citizens.

Capacity-building lessons learned from economies in transition

12. The presenter, Mr. Dmitriev, noted that the public administration capacity of the centrally planned economies, which had initially been high, had become less relevant with the onset of the transition to a market economy. Although progress had been uneven, three main capacity-building strategies dominated: (a) conservation and adaptation, (b) gradual modernization and (c) European Union membership. Countries that had opted for the first strategy had avoided a severe capacity decline by preserving elements of the old system. The second group of countries had suffered the most from capacity destruction. Finally, the third group of countries showed both capacity creation and capacity destruction, with uneven performance across functional areas in government.

13. In almost all countries formerly in transition, long-term strategies had gradually converged towards the Organization for Economic Cooperation and Development (OECD) framework. Capacity-building was seldom a top priority, but when it was prioritized, outcomes were often spectacular. Challenges to capacity-building included (a) low competitiveness of the civil service in the labour market; (b) path dependency and cultural barriers; (c) politicization; (d) limited and inflexible local training capacity; and (e) a premature emphasis on performance management at the onset of transition. Facilitating factors for capacity-building consisted of (a) strong leadership; (b) international assistance; (c) training abroad; and (d) outsourcing to non-governmental organizations, universities and consultancy firms.

14. The Committee felt that the presentation highlighted important issues in the area of capacity-building, including the importance of geography and path dependency and of the various mechanisms for coping with those challenges. It underlined the fact that the challenges identified in the region in question were also faced by public administrations in other parts of the world in transition. The crucial role of knowledge-sharing and of the United Nations Online Network in Public Administration and Finance were important vehicles for exchanging experiences and best practices.

15. The Committee agreed that ethics and pride in the public service were of paramount importance for capacity-building. In transition economies, particularly in the context of moving from a State-controlled economy to free markets (including processes such as privatization and public-private partnerships), huge demands were placed upon the State. It was likely that the public sector would lose talented public servants during the transition, which might lead to the private sector having excessive influence on the public sector and to a consequent increase in corrupt dealings. The Committee thus felt that the notion of conflict of interest needed clarification, with due emphasis on factors such as the wage disparity between the public and the private sectors. These and other considerations could potentially mitigate loss of pride in the public service, putting an end to the "shame syndrome" often associated with civil servants. In that respect, the Committee, at its eighth session, will be addressing various key elements of public-sector human resources management, including training, accountability and citizen interface, among other factors.

16. While the transition economies have been moving towards an OECD framework, the OECD itself has been moving from a narrow public management to a wider governance framework. In recent years, and as demonstrated by the

developments seen within the European Union, capacity-building has now also become an issue for supranational organizations.

17. The Committee agreed that there was a need to develop a capacity-assessment framework and capacity-building strategies to overcome identified deficiencies. That should be done through a critical evaluation of the past performance of both global and national governance systems so as to define optimal roles for each, on the basis of comparative advantages and the specific need to bolster national capacity in different sectors and to varying degrees.

Capacity-building for the Millennium Development Goals

18. Mr. Benabdellah's presentation, delivered by the Secretariat, highlighted the reasons for partial or total failures in the implementation of the Millennium Development Goals. It identified the missing links in the process of the successful implementation as (a) coordination, (b) participation and (c) knowledge/know-how. The achievement of the Millennium Development Goals, as a social transformation project, requires capable States with capacity-development agendas, which may include processes such as developing a national capacity to set objectives, devising strategies, drawing up action plans, developing and implementing appropriate policies and programmes, designing regulatory and legal frameworks, building and managing partnerships, and fostering an enabling environment for civil society and the private sector. Other factors associated with capacity-development agendas might be: (a) a redistribution of power in the executive office; (b) the empowerment of new elites and the fostering of new partners; (c) the mobilization of the political class with respect to long-term objectives; and (d) dealing with resistance and the destabilizing effects of social transformation.

19. The presentation concluded that the Millennium Development Goals may not be achieved by the 2015 deadline. It re-emphasized the crucial role of capacity-building and development for sustainable development and the need for further research, field evaluations and learning. Finally, the international community was encouraged to tackle the challenge of adapting the content and the process of learning to different categories of stakeholders.

20. The Secretariat commented on the presentation and framed the discussion according to four initial points: (a) global governance and its impact on national governance with its twofold implication of a decrease in policy space for the State as a result of globalization and strategies for growth influencing public administration structures; (b) the shift from new public management to new public governance; (c) the Millennium Development Goals as a means of social transformation, including people-oriented growth, the creation of new leadership capital, the capacity to create new mindsets and the overall role of training institutes, including educational institutions and universities; and (d) the role of constitutions in shaping public administrations.

21. The Committee concurred that the Millennium Development Goals should be regarded as an important opportunity for addressing comprehensive changes in promoting social transformation. However, the Goals cannot be viewed in isolation from economic policies and achievements. The Committee concurred that economic growth is important to achieve the Goals. But the concern with economic growth should not lead to the danger of delegitimizing the State, since its inherent capacities are fundamental both to promoting economic growth and to bringing

about the achievement of the Millennium Development Goals. The discussion also highlighted the distinction between the capacity of the private sector and that of civil society, where government legislation and regulatory frameworks play key roles. Similarly, the difference between political and constitutional capacities (such as the organization of a democratic dialogue on a common future) and administrative capacities (such as the formulation, implementation and evaluation of policy objectives) was also discussed. Finally, the crucial role of political leadership in raising awareness of the importance of capacity-building was stressed.

22. In conclusion, political and administrative capacities cannot be seen in isolation from each other and have to be developed together. It was stressed that adequate training (covering both formal rules and tools), codes for appropriate and ethical behaviour, and common normative and cognitive understandings of which issues are important and how they should be tackled were of the utmost importance. The Committee referred to the need for a "mind shift", including a change of intellectual discourse, adaptable to each reality. In that regard, regional approaches and data disaggregation for progress reporting and results monitoring were linked to the achievement of the Millennium Development Goals.

Capacity-building for post-conflict reconstruction

23. The presenter, Mr. Monteiro, noted that the re-establishment of credible governance and public administration institutions and systems after violent conflict is in the interests of all stakeholders. For such a re-establishment to be successful, the public service ethos must be kept alive without any loss in terms of the elements of culture, standards and discipline inherent in the functional organization of the State.

24. The post-conflict environment presents a real opportunity to reconstitute the public administration system because the new authority can take advantage of it to innovate, modernize and, most importantly, re-motivate the public service to recommit to the public good. Strategies for such reconstruction might include striving to achieve deep structural changes. Such changes include simultaneously meeting the basic needs of citizens while developing a shared future on the basis of deeply participatory processes among antagonists who must overcome distrust and fierce animosities.

25. The reintegration of opposition groups into the new political system is of utmost importance in the reconstruction phase. As the end of a violent conflict approaches, there is value in utilizing mechanisms for dialogue and other joint processes, so that alternative reconstruction models can be discussed. In that regard, the establishment of research, policy and training centres can be useful in enabling antagonists to articulate their interests in ways that are conducive to collaboration. In particular, research and policy formulation processes must disaggregate data to understand the full gravity of the situation of vulnerable groups and promote the mainstreaming of gender and other minority concerns into the full range of governance and public administration issues.

26. The special needs of vulnerable groups (such as victims of violence, refugees, internally displaced persons, women, indigenous persons and the most dispossessed) must be given voice and taken strongly into account in the formulation of policies and the development of strategies to overcome the associated challenges.

27. Post-conflict transition provides an opportunity to correct imbalances or anomalies in governance and public administration systems in a number of ways, including: (a) addressing inequities; (b) building the capacities of public servants to undertake new tasks related to post-conflict transition; and (c) reconstituting national identity, allegiance and social cohesion. All reconstruction processes, including constitutional development, must be as participatory and transparent as possible in order to restore the confidence of the citizenry in the institutions and authority of the State. Citizens need to be part of all the processes involved in the creation of a national vision, including a shared understanding of the tasks and challenges.

28. An integrated and harmonized approach to post-conflict reconstruction must strengthen the wider public service and simultaneously transform the justice and security sectors to instil coherent sets of values, principles and practices. Similarly, training across the public service requires a "whole" institutional approach that does not target only certain layers of institutions. In that regard, a winner-takes-all approach should be avoided. Former belligerents and their followers should be included in the new political and economic system. The continuity and professionalism of the public service must be recognized as paramount and necessary to the promotion of the public interest.

29. Where State breakdown leads to an upsurge in subnational allegiances, no resolution of conflict among such allegiances can endure if it is confined to a revised distribution of political and economic power among sectoral interests — be they social, racial, religious or ethnic. Rather, a reformed State is required where a new deal is entered into by the State and all citizens on the basis of non-discrimination and on the freedom of citizens to exercise their individual creativity by interacting, sharing, receiving and agreeing to be transformed by others.

30. While interim mechanisms may be necessary, the institutions of the country and their stability, not the international transition apparatus, should be the focus of the reconstruction process. The role of the international community should be geared towards strengthening public institutions and utilizing national expertise and experts. True national ownership must be internally created, initiated and driven. However, an undue focus on the political aspects of electoral and parliamentary processes may be to the detriment of public administration systems and, therefore, the various aspects of the process need to be carefully balanced and separately addressed.

Capacity-building for disaster management and preparedness

31. The presenter, Mr. Tjiptoherijanto, noted that the consecutive natural and man-made disasters experienced by Indonesia in the past three years have yielded valuable lessons for the management of post-disaster-recovery processes. Categorizing the latter into three stages, namely, (a) emergency response, (b) rehabilitation and reconstruction, and (c) long-term sustainable recovery, he recommended different management systems for each phase. Different management schemes were also suggested for different types of disasters as well as for the resulting casualties. Overall, the important role of the central government in policymaking and financial support in the rehabilitation and reconstruction stages

was underlined, along with the parallel strengthening of local governments and communities in raising awareness and ensuring inclusive participation.

32. The Committee agreed that given the unusual increase in the number of natural calamities, including cyclones, floods, tsunamis, prolonged droughts, earthquakes, and the like, disaster management has emerged as an area of concern in public administration and faces similar challenges to those of post-conflict reconstruction. There could therefore be an exchange of knowledge between these areas. The notion of capacity development should be applicable to both natural and man-made disasters.

33. The Committee also observed that it was necessary to strengthen the regulatory capacity of the State regarding disaster prevention, preparedness and management. It is essential, therefore, not only to carry out post-disaster evaluations but also to engage in risk management. Such activities should cover preparedness and mitigation as well as a comparative risk-management analysis of those countries that have more experience in this domain. Furthermore, capacity-building for disaster management should focus not only on risk management but also on those initiatives that are linked to the broader framework of development.

34. The Committee agreed that existing legislation and standards on disaster preparedness should be investigated. At the same time, fiscal policy should be flexible — able to incorporate special financing systems such as, inter alia, taxation, investment funds, grants and subsidies. In disaster risk management, it is necessary to define the competences, responsibilities and the respective decision-making powers of central and local governments. There is a need for both vertical and horizontal coordination of public-sector entities. Furthermore, it is necessary to develop national capacities to engage the international donor community and to coordinate international aid resources.

35. Capacity-building in the public sector is necessary but not sufficient in the area of disaster management. Coordination with the private sector and solidarity and collaboration with the third sector are of the utmost importance. Such coordination will promote assistance for and investment in disaster-affected areas as well as generate employment. The same is true of community participation and processes related to accountability for financial resources earmarked for disaster management.

36. Finally, the use of the military in support of civilian authorities should be considered until such time when a military presence is no longer needed.

Overall comments and conclusions of the Committee

37. The Committee's main conclusions regarding all four sub-themes under capacity-building were as follows: (a) there has to be a much stronger awareness of the importance of capacity-building on the part of both the United Nations and the Member States; (b) for many countries, capacity-building has not been a top priority, but when Governments focus on capacity development, progress can be rapid and significant; and (c) the United Nations and the Economic and Social Council should prioritize capacity-building for countries in transition for achieving the Millennium Development Goals, post-conflict reconstruction and disaster management and preparedness.

38. Given the importance of context and path dependency in capacity development, the Committee should tackle its own work by looking at the

experience acquired in specific cases. In that way, it can draw both theoretical and empirical conclusions on capacity-building. At the country level, national ownership is a key factor in the process of building capacities. Capacity-building should therefore be an integral part of the overall development agenda of Governments. At the international level, the overriding trend in capacity-building is moving away from a narrow public administration and public management framework to one of broader governance capacity-building. The latter concept encompasses the capacities and interactions of the public sector, the private sector and civil society.

39. Capacity-building should therefore encompass the societal level (capacities of the private sector and civil society, which depend on the overall legal and regulatory framework and a functioning State system), the systemic level (political, democratic and constitutional capacities), the organizational level (the capacities and interactions of political and administrative organizations), and the individual level (capacities of political and administrative elites and officials).

40. Political leadership is of paramount importance for all those layers of capacity-building. The critical actions of leaders devoted to capacity-building ensure that policies are translated into effective outcomes in public institutions, the State and society. Effective leadership itself depends on a set of personal traits, behaviours, values and beliefs that includes, among other attributes, honesty and openness, highly developed communication skills, flexibility, commitment, passion, empathy, commitment to equity and social justice, and transparency. Political leadership is necessary in determining the key issues and challenges facing capacity-building in a given context. Effective and creative leadership addresses such challenges through the building of coalitions and trust.

Recommendations for capacity-building for achieving the Millennium Development Goals

41. The Committee recommended that the Economic and Social Council reiterate to Member States the need to monitor the progress made towards the achievement of the Millennium Development Goals. That would include public reporting to citizens, including time-bound targets and national/subnational action plans, as appropriate. Such public reporting would require shared accountability for results on the part of both elected leaders and professional public servants.

42. The Committee recommended national evidence-based reporting, with sets of data disaggregated by socially relevant categories such as gender, income levels, age groups and subnational aspects. For instance, the good practices and innovative methods of gender mainstreaming undertaken by different ministries or organizations can be operationalized and disseminated through disaggregated data. In this way, an effective exchange of information based on comparable data and targets can culminate in effective learning and successful replication.

43. It recommended that the Economic and Social Council urge the Member States to prepare an inventory of good administrative policies and practices implemented to support the Millennium Development Goals. Such an inventory would include the necessary capacities, institutional preparedness aspects and a strategic vision concerning a modern civil service. The Committee requested the United Nations system, particularly the Department of Economic and Social Affairs and other concerned bodies, to support such efforts.

Recommendations for capacity-building in post-conflict reconstruction

44. Public administration reconstruction in a post-conflict environment needs to be done, as in other areas, at the systemic and societal level (State-building, legitimacy, leadership), the organizational level and the individual level (public sector ethos, citizenship, trust, allegiance). In fact, reconstruction should start, if possible, even before the end of a conflict. The Secretariat should compile the lessons learned in post-conflict recovery and reconstruction in the next *World Public Sector Report*.

45. At the systemic level, capacity-building involves the basic elements of State-building, including legitimacy, social cohesion, the value of citizenship, coherence between traditional and modern systems, consultations with credible stakeholders such as eminent members of the diaspora community, and reconciliation.

46. At the organizational level, public administration reconstruction should aim for continuity of administration services, coherence of the public sector and the inclusion of different groups. A working public sector that effectively delivers the necessary public services is an important element in ensuring State legitimacy.

47. At the individual level, political leadership is required to guide the processes for participation in all aspects of State reconstruction. Such processes should build a shared understanding, develop an awareness of the rights and responsibilities of citizens, create an environment conducive to reconciliation, and develop of decision-making processes that reformulate the citizen/State relationship. Training individuals in the area of a new, common and shared understanding of political and social institutions, economic development and reconstruction is of the utmost importance. The international community should strengthen public institutions and leaders and foster a "whole" institution focus in education and training.

48. To the extent possible, early warning systems for future conflicts should be identified and mechanisms put into place to eliminate sources of conflict.

Recommendations for capacity-building in the area of disaster management and prevention

49. After a disaster has occurred, Member States should conduct post-crisis evaluations and research through vehicles such as white papers. Member States should make such reports publicly available so as to enhance transparency and accountability in the management of the resources allocated to disaster management. Publicly available evaluations of and research on post-crisis interventions should become international standards for excellence in crisis management. Such evaluations could be carried out on a country-by-country basis or through peer review or other means. That would allow Member States to exchange information on best practices and learn from one another in the field of disaster risk management.

50. Also in this area, Member States should develop capacities at the individual level through the training of public servants in the discipline of disaster management.

51. Since disaster management is an emerging field in public administration, the Department of Economic and Social Affairs should expand its activities in this area, including through community-based approaches. The Department should also

initiate the development of a "minimal toolkit" for public administrators that addresses issues related to disaster management.

52. The Secretariat should consider the feasibility of creating a working group or task force jointly with other relevant international organizations (including the relevant functional commissions of the United Nations) in the field of disaster management. Through such a working group, the Committee could endeavour to raise global awareness of disaster management within public administrations and create a transadministrative response.

C. Compendium of basic United Nations terminology in governance and public administration

53. The paper presented to the Committee (E/C.16/2008/3) highlighted the work done on the Compendium since the sixth session of the Committee.

54. The Chair of the Working Group on basic United Nations terminology in governance and public administration, Mr. Chiti, described the progress made to date on the compendium. He called upon the Committee to discuss and reach an agreement on the proposed initial list of terms to be defined before the end of the mandate of the current Committee of Experts on Public Administration, in 2009, and on whether the format of the definition proposed by the Chair met the criteria previously adopted, i.e., model C (a short definition augmented by reference materials posted on a website). The Chair stated that a glossary of this kind would be a valuable contribution to the international public administration community.

55. The Committee congratulated Mr. Chiti for the work done so far and reiterated the importance of a glossary of this nature. In addition to clarifying complex and often conflicting terms, such a glossary could also be used as a tool to heighten awareness concerning governance and public administration issues. The Committee discussed the merits of starting with a "closed" list of terms versus creating an "open" glossary online. The Chair pointed out that the glossary was a work in progress and that hence it was "open" in that sense.

Comments and conclusions of the Committee

56. Considering its limited mandate, the Committee agreed to start with a number of terms selected from the proposed list, with the understanding that the list could be expanded at a later stage by Committee members or through contributions from other sources. The Committee concurred that it was important to group the terms in clusters, for both conceptual and pragmatic reasons.

57. The Committee agreed on the proposed working modalities. It reaffirmed the usefulness of having the Chair of the Working Group make a presentation on the website of the glossary, to be developed on the United Nations Online Network in Public Administration and Finance at the next session of the Committee, in 2009. Having set the direction of the work, the Committee was expected to shift its involvement to the monitoring of the ongoing progress.

D. Review of the activities of the United Nations Programme on Public Administration, Finance and Development

58. The Secretariat submitted a note (E/C.16/2008/4) highlighting its activities in 2007 under the United Nations Programme on Public Administration, Finance and Development. The activities were presented under five major categories: (a) normative; (b) coordination; (c) analytical; (d) exchange of best practices; and (e) technical cooperation. The main activities envisaged for the current 2008-2009 biennium were also presented. The strategic framework for the period 2010-2011 — including the Programme's objectives, strategy and expected accomplishments — was also submitted for the Committee's review and approval.

Comments and conclusions of the Committee

59. The Committee concurred with the formulation of the proposed strategic framework for the period 2010-2011 concerning the Programme. It also commented on the report of the Secretary-General on improving the effective and efficient delivery of the mandates of development-related activities and revised estimates relating to the programme budget for the biennium 2008-2009 (A/62/708). In that connection, the Committee found that there seemed to be insufficient resources for the achievement of the results envisaged in the strategic framework. It also asked that the role of the Programme in the preparation of national development strategies be reviewed, since this seemed to be outside the mandate of the Programme.

60. The Committee noted that, further to its recommendations and to those contained in the evaluation conducted by the Office of Internal Oversight Services, adequate measures had been taken by the Programme to better focus its activities, to reinforce inter-agency coordination and to strengthen the United Nations Online Network in Public Administration and Finance.

61. The Committee felt strongly that the programme should continue to focus its work on the core themes of public administration, namely, the professionalism, integrity and accountability of civil servants. That focus will harmonize the Programme's work with the multi-year agenda endorsed by the Committee.

62. The Committee recommended that the Programme continue to strengthen its capacity to support the achievement of the internationally agreed development agenda, including the Millennium Development Goals. It advised that the Public Service Awards should continue to focus on innovation in public administration and consider the gender-related dimensions of the issue, which are instrumental for the achievement of those goals.

63. The Committee took note of the important steps taken by the Programme and recommended that it continue its work in the area of inter-agency coordination, particularly with the United Nations Development Programme.

64. The Committee commended the Secretariat for the quality and the volume of work it had accomplished with limited financial and human resources, in particular with respect to facilitating the achievement of the Millennium Development Goals. It also recommended that adequate resources be made available to the Programme in order to support the continuation of mandated flagship products, such as the United Nations Online Network in Public Administration and Finance, the e-Government survey, the Public Service Awards, and the *World Public Sector Report*. In addition,

the Global Forum on Reinventing Government, in view of the partnerships needed in its preparation, requires special attention.

65. The Committee recommended that the Programme facilitate interaction and the exchange of knowledge among parliamentarians and civil servants, with a view to strengthening and ensuring the continuity of public administration mechanisms, especially in developing countries.

66. The Committee highlighted the need for the Programme to invest in additional resources for the translation of its products, including UNPAN, in the official languages of the United Nations, with a view to enhancing publicity and gaining access to a larger constituency.

67. The Committee recommended that the Programme continue its efforts to increase its capacity in the area of case studies and the development of methodologies in the field of governance and public administration. It suggested that studies with a regional perspective be carried out in conjunction with the United Nations regional commissions or other regional organizations.

68. After the discussion, three presentations were made. First, Euiyong Kim of Kyung Hee University, Republic of Korea, delivered a presentation on the World Civic Forum, a joint initiative with the Department of Economic and Social Affairs. The Forum will focus on civic values for social justice, civic engagement in public and global governance, and civic action for the global agenda, including climate change. Next, Gertrude Schlicker of the International Organization of Supreme Audit Institutions presented an update on the capacity-building activities, undertaken by the organization and the Department in the area of public administration and government audit. She highlighted the establishment of the United Nations-International Organization of Supreme Audit Institutions Joint Platform for Public Accountability. Finally, Naresh Singh of the Commission on the Legal Empowerment of the Poor gave an overview of the mission and work of the Commission. He discussed the various aspects of legal empowerment and the implications for governance and public administration.

E. Public administration perspective on the theme of the annual ministerial review of the Economic and Social Council: implementing the internationally agreed goals and commitments in regard to sustainable development

69. The Secretariat presented a note (E/C.16/2008/5) on public administration and the topic of the annual ministerial review of the Economic and Social Council: implementing the internationally agreed goals and commitments in regard to sustainable development. First, the importance of sustainable development and climate change was emphasized. Secondly, the governance and public administration challenges faced by countries in translating the global consensus on sustainable development and climate change were identified. Thirdly, strategies aimed at helping public institutions, partnerships and processes meet those challenges were explored. Fourthly, the capacity-development needs of Governments in terms of creating an enabling environment for sustainable development and adapting to climate change were examined through case studies and examples of practices that have worked in selected countries. Finally, policy

recommendations were made for consideration, adoption and follow-up by the Council, the Member States and the Secretariat.

70. The presenter from the Secretariat focused on the multifaceted dimensions of environmental sustainability, which presents both national and global challenges. At the national level, those challenges were categorized into five main clusters of countries with varying resource endowments and developmental levels. This typology, for didactic and analytical purposes, consisted of (a) rapidly industrializing countries, (b) countries that are dependent on non-renewable resources, (c) countries that are rich in renewable resources, (d) resource-poor least developed countries, and (e) mature post-industrial societies. At the global level, the challenges of environmental sustainability involved, inter alia, climate change, biodiversity, the depletion of ocean fisheries, rising food prices, lack of adequate rural infrastructure and of employment opportunities outside of the farm, the degradation and conversion of land, drought and desertification, with a particular focus on Africa.

71. Given the proven weakness of voluntary arrangements and the need to effectively regulate the complex relationship between markets and the environment, innovative combinations of carrot-and-stick policy initiatives and models will be needed in policymaking. Some examples are already visible in the newly emerging schools of choice architecture, which advocate nudging people towards decisions that can improve their lives without harming the environment. Other creative tools such as technology standards and fiscal measures such as carbon taxes, as well as public trusts and trust funds that consider the atmosphere as a global trust, are also emerging.

72. Five main gaps were identified by Committee members in the area of mainstreaming environmental and sustainable development into policymaking processes: (a) discrepancies between global discourse and implementation at the national and communal levels; (b) the disparity between the developed and developing countries in technology transfer; (c) lack of horizontal coordination (such as intergovernmental and inter-ministerial) and vertical dialogue and coordination (for example, the political versus the administrative, intergovernmental conflicts, and Government versus other governance actors, including civil society and community organizations and the private sector); (d) the role of international organizations, including the United Nations, versus intergovernmental dialogue and leadership in regulating ecosystems; and (e) supply-driven versus demand-driven tools and mechanisms for environmental sustainability.

Comments and conclusions of the Committee

73. Regarding the gap between global discourse and the country-level implementation of effective environmental policies, the Committee stressed results-based management and the operationalization of criteria for expected achievements in the area of environmental sustainability.

74. Regarding the inadequate transfer of technology between the developed and the developing worlds, the Committee emphasized the varying requirements of countries and the need to address the reasons behind the lack of technological capacity.

75. Regarding the challenge of inter-agency and inter-organizational dialogue, the Committee stressed the dissemination of information on how environmental concerns cut across different ministries and governance actors. The Committee also highlighted the importance of inter-organizational communication and the role played by the United Nations in facilitating capacity-building, training and multi-stakeholder meetings.

76. Fourthly, the Committee identified the leadership of a few countries whose borders include large ecosystems as being a propitious start to the process of forging greater international consensus and cooperation on environmental sustainability.

77. Finally, the Committee discussed different methodologies with respect to environmental sustainability and sustainable development. It considered the trade-offs of regulating industrial manufacturers globally versus creating incentive structures for modifying consumption patterns and behaviours.

78. Overall, the Committee stressed the importance of clarifying and demonstrating linkages among (a) economic growth, poverty and the environment; (b) capacity development, the environment and governance; and (c) the environment and the Millennium Development Goals.

F. Proposed programme of work and agenda for the next session of the Committee of Experts and preliminary review of the draft report of the Committee

79. The Committee agreed upon the main theme, "The human factor in capacity-building and development", and discussed sub-themes for its eighth session.

80. The Committee approved the convening of its eighth session from 30 March to 3 April 2009 and also approved the following agenda for adoption by the Economic and Social Council:

1. The human factor in capacity-building and development.
2. Compendium of basic United Nations terminology in governance and public administration.
3. Review of the United Nations Programme on Public Administration, Finance and Development.
4. Public administration perspective on the theme of the 2009 annual ministerial review: implementing the internationally agreed goals and commitments in regard to global public health.

81. The Committee adopted the draft report of its seventh session.

G. Sixtieth anniversary celebration

82. The celebration was presided over by the Chairman of the Committee. The President of the Economic and Social Council, Leo Mérorès (Haiti), expressed his appreciation for the United Nations Programme on Public Administration, Finance and Development, which has greatly assisted the Member States and their citizens, in particular in the implementation of the internationally agreed development

agenda, including the Millennium Development Goals. Among other contributions, the Programme has supported improved transparency and accountability for public resource allocation, decentralization and improved service delivery.

83. The Under-Secretary-General for Economic and Social Affairs, Sha Zukang, gave an overview of the development of the Programme. He referred to General Assembly resolution 200 (III), which marked the beginning of the development assistance activities of the United Nations. He noted the key achievements made as well as the challenges faced during the 60-year history of the Programme. He emphasized in particular the Programme's capacity to facilitate access to information, its leading role in advocacy, research and training, and its successful track record in technical advisory and capacity-building services. To facilitate those endeavours, in 2000 the General Assembly endorsed UNPAN, and in 2003 it supported the United Nations Public Service Day and Public Service Awards as well as the Global Forum on Reinventing Government.

84. Josef Moser of INTOSAI, the Minister for Public Service and Administration of South Africa, Geraldine Fraser-Moleketi, Marc Holzer of Rutgers University and the American Society for Public Administration, Hongren Zhou of the National Information and Technology Commission of China and Alejandro Carrillo Castro of the National Institute for Public Administration of Mexico described how the Programme has carried out capacity-building activities jointly with their organizations or has provided technical assistance to various developing countries.

Annex

List of documents

Document symbol	*Agenda item*	*Title or description*
E/C.16/2008/1	2	Provisional agenda and organization of work
E/C.16/2008/2	3	Strengthening governance and public administration capacities for development
E/C.16/2008/3	4	Compendium of basic United Nations terminology in governance and public administration
E/C.16/2008/4	5	Review of the United Nations Programme in Public Administration and Finance
E/C.16/2008/5	6	Public administration perspective on implementing the internationally agreed goals and commitments in regard to sustainable development

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